

## 11. FEDERAL EMPLOYMENT AND COMPENSATION

This section provides information on civilian and military employment, and personnel compensation and benefits in the Executive, Legislative, and Judicial branches. A comparison of Federal employment levels, State and local government employment, and the United States population appears in the Historical Tables.

### Measuring Federal Civilian Employment

Civilian employment is measured on the basis of full-time equivalents (FTEs). One FTE is equal to one work year or 2,080 non-overtime hours. Put simply, one full-time employee counts as one FTE, and two half-time employees also count as one FTE.

### Total Federal Employment Levels

The tables that follow show total Federal employment in all branches of Government, as well as

the U.S. Postal Service, Postal Rate Commission, and active duty uniformed military personnel. Table 11-1 provides Executive Branch FTE totals from 1999 through 2003. Table 11-2 displays total Federal employment as measured by actual positions filled, i.e., the total number of employees, whether full-time, part-time or intermittent, at the end of the fiscal year. Table 11-3 shows total Federal employment as measured on an FTE basis. Due to the terrorist attacks of September 11 2001, Federal employment levels are estimated to increase by over 68,000 FTEs by 2003. The largest increase (over 40,000 FTEs) is in the Department of Transportation and is primarily the result of converting commercial airline security personnel to Federal employees.

### Personnel Compensation and Benefits

Table 11-4 displays personnel compensation and benefits (in millions of dollars) for all branches of Government, as well as for military personnel.

Direct compensation of the Federal work force includes base pay and premium pay, such as overtime. In addition, it includes other cash components, such as geographic pay differentials (i.e., locality pay, and special pay adjustments for law enforcement officers), recruitment and relocation bonuses, retention allowances, performance awards, and cost-of-living and overseas allowances. In the case of military personnel, compensation includes basic pay, special and incentive pays (including enlistment and reenlistment bonuses), and allowances for clothing, housing, and subsistence.

Related compensation in the form of personnel benefits for current employees consists of the cost to Government agencies (as an employer) primarily for health insurance, life insurance, Social Security (old age, survivors, disability, and health insurance) and contributions to the retirement funds to finance future retirement benefits. Compensation for former personnel includes outlays for retirement pay benefits, and the Government's share of the cost of health and life insurance.

In addition, the Administration proposed legislation to require agencies, beginning in FY 2003, to pay the full Government share of the accruing cost of retirement for current CSRS, CIA and Foreign Service employees, and the Coast Guard, Public Health Service and NOAA Commissioned Corps. The legislation also requires agencies to pay the full accruing cost of post-retirement health benefits for current civilian employees who are enrolled in the Federal Employees Health Benefits Program and the post-retirement health costs of Medicare eligible retirees (and their dependents/survivors) of the Uniformed Services (DoD, Coast Guard, Public Health Service, and NOAA Commissioned Corps).

**Table 11-1. FEDERAL EMPLOYMENT IN THE EXECUTIVE BRANCH**

(Civilian employment as measured by Full-Time Equivalents, in thousands)

Agency	Actual			Estimate		Change: 1999 to 2003	
	1999	2000	2001	2002	2003	FTE's	Percent <sup>1</sup>
<b>Cabinet agencies:</b>							
Agriculture .....	95.5	95.1	96.9	99.0	98.8	3.3	3.4%
Commerce .....	47.3	113.3	36.7	36.9	40.0	-7.3	-15.4%
Defense-military functions .....	681.0	660.3	649.9	634.7	627.4	-53.6	-7.9%
Education .....	4.5	4.6	4.6	4.7	4.6	0.1	1.8%
Energy .....	15.9	15.6	15.6	16.9	16.4	0.5	3.1%
Health and Human Services .....	58.9	60.5	61.8	65.1	65.7	6.7	11.4%
Housing and Urban Development .....	10.0	10.1	10.1	10.3	10.3	0.3	3.4%
Interior .....	67.0	67.3	68.7	69.7	68.8	1.8	2.7%
Justice .....	121.3	122.8	124.2	135.8	141.5	20.2	16.7%
Labor .....	16.3	16.3	16.5	17.4	17.2	0.9	5.3%
State .....	26.9	27.3	27.7	29.0	29.8	2.9	10.6%
Transportation .....	63.7	63.0	63.4	81.9	107.5	43.8	68.7%
Treasury .....	143.7	143.7	145.0	150.5	152.2	8.6	6.0%
Veterans Affairs .....	205.5	202.6	206.9	207.0	207.9	2.4	1.2%
<b>Other agencies—excluding Postal Service:</b>							
Agency for International Development .....	2.5	2.4	2.3	2.4	2.4	-0.1	-4.1%
Broadcasting Board of Governors .....	2.4	2.4	2.4	2.5	2.5	0.1	4.5%
Corps of Engineers—Civil Works .....	24.7	24.8	24.7	24.8	23.2	-1.6	-6.4%
Environmental Protection Agency .....	18.1	17.7	17.5	17.6	17.6	-0.5	-2.6%
EEOC .....	2.6	2.9	2.7	2.9	2.8	0.2	8.0%
FEMA .....	5.2	4.6	4.9	5.0	5.1	-0.1	-1.6%
FDIC/RTC .....	7.4	7.1	6.4	6.6	6.3	-1.1	-14.8%
General Services Administration .....	14.1	14.0	14.0	14.2	14.1	0.1	0.6%
NASA .....	18.5	18.4	18.7	19.0	19.1	0.6	3.1%
National Archives and Records Admin. ....	2.4	2.5	2.6	2.8	2.8	0.4	16.0%
National Labor Relations Board .....	1.8	1.9	2.0	2.0	2.0	0.1	7.1%
National Science Foundation .....	1.2	1.2	1.2	1.2	1.3	0.1	7.1%
Nuclear Regulatory Commission .....	2.8	2.8	2.8	2.9	2.9	0.1	1.9%
Office of Personnel Management .....	2.8	2.8	2.8	3.0	2.9	0.2	6.4%
Peace Corps .....	1.1	1.0	1.0	1.2	1.2	0.2	17.8%
Railroad Retirement Board .....	1.3	1.2	1.2	1.2	1.1	-0.2	-12.6%
Securities and Exchange Commission .....	2.8	2.8	2.9	3.0	3.0	0.2	7.9%
Small Business Administration .....	4.7	4.3	4.1	4.6	4.5	-0.2	-4.1%
Smithsonian Institution .....	5.1	5.0	4.9	5.5	5.6	0.5	10.3%
Social Security Administration .....	63.0	62.4	62.7	63.5	63.5	0.5	0.8%
Tennessee Valley Authority .....	13.5	13.2	13.2	13.1	13.2	-0.3	-2.0%
All other small agencies .....	23.1	16.4	14.7	15.8	15.9	2.1	15.1%
<b>Total, Executive Branch civilian employment<sup>1</sup> .....</b>	<b>1,778.4</b>	<b>1,814.3</b>	<b>1,737.8</b>	<b>1,773.6</b>	<b>1,801.1</b>	<b>22.7</b>	<b>1.3%</b>
Subtotal, Defense .....	681.0	660.3	649.9	634.7	627.4	-53.6	-7.9%
Subtotal, Non-Defense .....	1,097.4	1,154.0	1,087.9	1,138.8	1,173.7	76.3	7.0%

<sup>1</sup> Totals and percentages were calculated on whole numbers prior to conversion to thousands and rounding.

**Table 11-2. TOTAL FEDERAL EMPLOYMENT**

(As measured by total positions filled)

Description	Actual as of September 30			Change: 1999 to 2001	
	1999	2000	2001	Positions	Percent
Executive branch civilian employment:					
All agencies except Postal Service and Postal Rate Commission:					
Full-time permanent .....	1,603,944	1,584,338	1,601,828	-2,116	-0.1%
Other than full-time permanent .....	216,353	199,643	196,009	-20,344	-9.4%
Subtotal .....	1,820,297	1,783,981	1,797,837	-22,460	-1.2%
Postal Service: <sup>1</sup>					
Full-time permanent .....	670,272	666,528	661,452	-8,820	-1.3%
Other than full-time permanent .....	196,121	194,249	186,418	-9,703	-4.9%
Subtotal .....	866,393	860,777	847,870	-18,523	-2.1%
Subtotal, Executive branch civilian employment .....	2,686,690	2,644,758	2,645,707	-40,983	-1.5%
Military personnel on active duty: <sup>2</sup>					
Department of Defense .....	1,385,703	1,384,338	1,385,116	-587	0.0%
Department of Transportation (Coast Guard) .....	35,740	36,157	36,580	840	2.4%
Subtotal, military personnel .....	1,421,443	1,420,495	1,421,696	253	0.0%
Subtotal, Executive Branch .....	4,108,133	4,065,253	4,067,403	-40,730	-1.0%
Legislative branch:					
Full-time permanent .....	12,183	11,970	11,856	-327	-2.7%
Other than full-time permanent .....	18,170	19,187	18,583	413	2.3%
Subtotal, Legislative Branch .....	30,353	31,157	30,439	86	0.3%
Judicial Branch:					
Full-time permanent .....	28,875	28,938	30,478	1,603	5.6%
Other than full-time permanent .....	3,321	3,248	3,332	11	0.3%
Subtotal, Judicial Branch .....	32,196	32,186	33,810	1,614	5.0%
<b>Grand total <sup>3</sup> .....</b>	<b>4,170,682</b>	<b>4,128,596</b>	<b>4,131,652</b>	<b>-39,030</b>	<b>-0.9%</b>
<b>ADDENDUM</b>					
Executive branch civilian personnel (excluding Postal Service):					
DOD civilians-Military functions .....	665,679	651,247	647,048	-18,631	-2.8%
All other executive branch .....	1,154,618	1,132,734	1,150,789	-3,829	-0.3%
<b>Total .....</b>	<b>1,820,297</b>	<b>1,783,981</b>	<b>1,797,837</b>	<b>-22,460</b>	<b>-1.2%</b>

<sup>1</sup> Includes Postal Rate Commission.<sup>2</sup> Excludes reserve components.<sup>3</sup> Includes Summer Aides, Stay-in-school, Junior Fellowship, Worker-Trainee Opportunity, and disadvantage youth programs.

**Table 11-3. TOTAL FEDERAL EMPLOYMENT**  
(As measured by Full-Time Equivalents)

Description	2001 actual	Estimate		Change: 2001 to 2003	
		2002	2003	FTE's	Percent
Executive branch civilian personnel:					
All agencies except Postal Service and Defense .....	1,087,865	1,138,822	1,173,690	85,825	7.9%
Defense-Military functions (civilians) .....	649,891	634,733	627,430	-22,461	-3.5%
Subtotal, excluding Postal Service .....	1,737,756	1,773,555	1,801,120	63,364	3.6%
Postal Service <sup>1</sup> .....	830,516	826,000	820,872	-9,644	-1.2%
Subtotal, Executive Branch civilian personnel .....	2,568,272	2,599,555	2,621,992	53,720	2.1%
Executive branch uniformed personnel: <sup>2</sup>					
Department of Defense .....	1,387,400	1,385,599	1,397,249	9,849	0.7%
Department of Transportation (Coast Guard) .....	35,963	36,580	37,249	1,286	3.6%
Subtotal, uniformed military personnel .....	1,423,363	1,422,179	1,434,498	11,135	0.8%
Subtotal, Executive Branch .....	3,991,635	4,021,734	4,056,490	64,855	1.6%
Legislative Branch: <sup>3</sup> .....	33,182	33,978	34,473	1,291	3.9%
Judicial branch: Total FTE .....	32,183	33,219	34,896	2,713	8.4%
<b>Grand total</b> .....	<b>4,057,000</b>	<b>4,088,931</b>	<b>4,125,859</b>	<b>68,859</b>	<b>1.7%</b>

<sup>1</sup> Includes Postal Rate Commission.

<sup>2</sup> Military personnel on active duty. Excludes reserve components. Data shown for Department of Defense are average strengths, not FTEs.

<sup>3</sup> 2001 FTE data not available for the Senate (positions filled were used).

TABLE 11-4. PERSONNEL COMPENSATION AND BENEFITS

(In millions of dollars)

Description	2001 actual	Estimate		Change: 2001 to 2003	
		2002	2003	Dollars	Percent <sup>4</sup>
Civilian personnel costs:					
Executive Branch (excluding Postal Service):					
Direct compensation:					
DOD—military functions .....	33,574	34,508	35,596	2,022	6.0%
All other executive branch .....	64,229	69,340	71,876	7,647	11.9%
Subtotal, direct compensation .....	97,803	103,848	107,472	9,669	9.9%
Personnel benefits:					
DOD—military functions .....	10,619	11,065	11,957	1,338	12.6%
All other executive branch .....	31,203	33,423	46,127	14,924	47.8%
Subtotal, personnel benefits .....	41,822	44,488	58,084	16,262	38.9%
Subtotal, executive branch .....	139,625	148,336	165,556	25,931	18.6%
Postal Service:					
Direct compensation .....	37,979	38,459	39,429	1,450	3.8%
Personnel benefits .....	11,629	13,041	13,304	1,675	14.4%
Subtotal .....	49,608	51,500	52,733	3,125	6.3%
Legislative Branch: <sup>1</sup>					
Direct compensation .....	1,420	1,590	1,691	271	19.1%
Personnel benefits .....	431	495	545	114	26.5%
Subtotal .....	1,851	2,085	2,236	385	20.8%
Judicial Branch:					
Direct compensation .....	2,037	2,347	2,534	497	24.4%
Personnel benefits .....	640	718	780	140	21.9%
Subtotal .....	2,677	3,065	3,314	637	23.8%
Total, civilian personnel costs .....	193,761	204,986	223,839	30,078	15.5%
Military personnel costs:					
DOD—Military Functions:					
Direct compensation .....	54,477	57,535	61,655	7,178	13.2%
Personnel benefits .....	19,415	21,024	29,526	10,111	52.1%
Subtotal .....	73,892	78,559	91,181	17,289	23.4%
All other executive branch, uniformed personnel:					
Direct compensation .....	1,405	1,561	1,707	302	21.5%
Personnel benefits .....	446	475	16,735	16,289	3,652.2%
Subtotal .....	1,851	2,036	18,442	16,591	896.3%
Total, military personnel costs <sup>2</sup> .....	75,743	80,595	109,623	33,880	44.7%
<b>Grand total, personnel costs <sup>3</sup> .....</b>	<b>269,504</b>	<b>285,581</b>	<b>333,462</b>	<b>63,958</b>	<b>23.7%</b>
<b>ADDENDUM</b>					
Former Civilian Personnel:					
Retired pay for former personnel .....	48,381	50,932	53,775	5,394	11.1%
Government payment for Annuitants:					
Employee health benefits .....	5,530	6,129	6,613	1,083	19.6%
Employee life insurance .....	32	34	34	2	6.3%
Total Former Civilian Personnel .....	53,943	57,095	60,422	6,479	12.0%
Former Military personnel:					
Retired pay for former personnel .....	34,876	36,295	37,111	2,235	6.4%
Military annuitants health benefits .....			5,777	5,777	

<sup>1</sup> Excludes members and officers of the Senate.<sup>2</sup> Excludes reserve components.<sup>3</sup> Includes transfers from general revenues in addition to employing agency's contributions for the cost of employee benefits. The transfers amounted to \$9,548 million in 2001 and are estimated to be \$9,771 million in 2002 and \$37,400 million in 2003.<sup>4</sup> The 2003 increase reflects the Administration's legislative proposal to fully accrue employee pension and annuitant health benefits. For more information, please see Chapter 14, "Preview Report."